

PREVENTIVE SOCIAL SERVICES

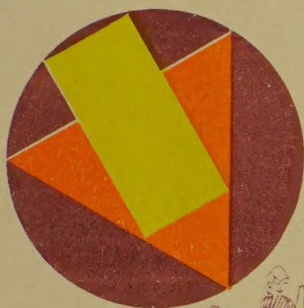
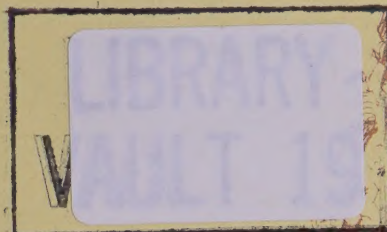
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ADMINISTRATIVE AND POLICY OUTLINE

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Government of Alberta
DEPARTMENT OF SOCIAL DEVELOPMENT
Social Planning and Development Branch
Executive Building — Jasper Ave. & 109 Street
Edmonton

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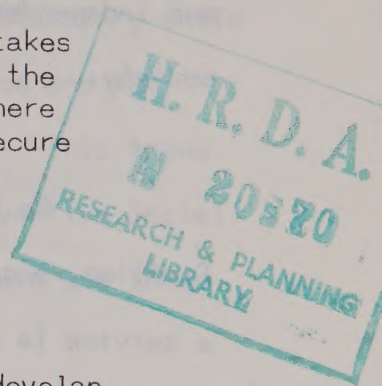
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CONCEPT

"A Community is more than a place and more than people. It is a commonwealth of duty and responsibility, of purpose and love. It takes the continued vigilance of every member of the community to keep the community alive. There is always a terrible danger in being too secure in our little personal world."

- The Rt. Rev. Stephen Bayne, Jr.
Bishop of Olympia.



Preventive Social Services is designed to develop community awareness and resources, to strengthen and preserve human initiative and to preclude individual or family breakdown. It is any activity of which all members of a community can avail themselves for the enrichment of their physical, mental and social well-being.

The emphasis on the local community's responsibility rests on the belief that most communities, like individuals, have the desire, energy and resources for self-improvement. Many services dedicated to this task now exist. It is the aim of the Preventive Social Service program to assist communities in innovative planning to meet social needs and where necessary to aid financially.

To bridge the gap between community resources and problems, opportunities must be found for group-sharing of experience and the development of a sense of contribution by everyone. Positive services designed to involve the community

CONCEPT (Cont'd)

as a whole are able to strengthen and preserve human initiative and independence for individuals and families in our modern society.

No family is immune from social problems. Some families recognize these problems and will seek assistance where a service is available, other families become detached and isolated, with the result that they and their conditions are virtually unknown until a crisis develops.

In the area of personal development and inter-personal relationships our society is now able to provide support and resources to prevent social casualties by providing the means of individual fulfilment through self-expression, acquisition of skills and adequate use of leisure time.

The task is challenging and complex. There is a constant need to co-ordinate with and complement services now existing and those planned. As long as the objectives remain clear and decisions are made with the priority needs of each community foremost, effective planning and development can take place. New ideas are essential and at all times there will be a conscious determination to look to the future while utilizing past experience.

CONCEPT (Cont'd)

In welfare programming the Federal Government has assumed a wider responsibility for direct financial benefits and re-imbursements to the provinces. The Province has now assumed all statutory child welfare, an increasing obligation for public assistance and the development of more specific rehabilitation programs. This trend enables the Municipality to face the challenge of Preventive Social Services. In describing the social service field there are three distinct areas of service:

- (a) Prevention
- (b) Rehabilitation
- (c) Financial

(a) PREVENTION: Designed to enhance individual and family life and to preclude public dependency. Inherent is the need to co-ordinate municipal planning and services with the voluntary and private agencies of the community. Preventive Social Service is developed at the community level with the direct involvement of local people. Many programs will not require financial support; however, public funds may be available where necessary to support appropriate Preventive Services.

It is important to realize that public funds, derived from the broad tax base, must be applied to services of which all citizens may avail themselves. Programs of a service group or organization of a non-ethnic, non-sectarian structure and operation, may be eligible for cost-sharing.

CONCEPT (Cont'd)

Close co-ordination and planning should be achieved with ethnic and sectarian groups and services which are moving in a complementary role with Preventive programming.

(b) REHABILITATION: Designed for those who are social casualties and who have a potential to gain or regain their independence. This area of service will be carried by the Department of Social Development. Included within this context are the statutory child welfare services geared to family restoration and the job opportunity program.

(c) FINANCIAL: Designed for those who are deemed to require continuing financial support. This is being achieved by the Provincial Social Allowance and Federal Government programs integrated with Rehabilitation Services.

ROLE OF THE MUNICIPALITY

"Community Development is a process of social action in which the people of the community organize themselves for planning and action; define their common and individual needs and problems; ... execute these plans with a maximum of reliance upon community resources with services and materials from governmental and non-governmental agencies outside the community."

- International Co-operation Administration
- Community Development Review December/56

The emphasis on the community's responsibility to provide services is underlined. It rests on the belief that most communities, like most individuals, have the desire and indeed the energy and resources for self-improvement.

ADMINISTRATION:

A. Agreements:

In major cities, having the greatest density of population, the municipal government may be considered as a single unit for the purpose of this Act. In rural, and particularly in more sparsely populated areas, an amalgamation of municipalities, including towns and villages, may share cost and services as one unit. Where a town or village is adjacent to one or more Improvement Districts, the Department of Municipal Affairs may participate in the sharing of costs and services in relation to this program in the same manner as a municipality. One municipality will be appointed by the amalgamation to sign the Agreement with the Minister and to

ROLE OF THE MUNICIPALITY (Cont'd)

administer the program for the amalgamated area.

When the Agreement has been completed with the Minister, the municipality or the amalgamated unit will appoint a Director for the Preventive Social Service Program. This appointment becomes the first cost shared project. A full time Director must be employed in the planning and design of projects in order for cost sharing to occur.

The Municipality shall establish program priorities and may develop direct services of a preventive nature where this is deemed most appropriate. Volunteer groups and agencies should be involved and may be considered the most appropriate to provide certain services. Individuals should be encouraged to assist in the development of the program.

The Municipality may provide consultation to groups and organizations in establishing services within the area.

The Municipality shall consider proposals and applications for the expansion to/or development of specific projects, with a view to reaching a decision to accept, defer, recommend alternatives or reject any application. Projects approved at the local level will be forwarded to the Province for Ministerial consideration. Each submission should include a description of the project and a

ROLE OF THE MUNICIPALITY (Cont'd)

budget estimate for the Provincial fiscal year or terminal period. A report of the previous achievements of the program, such as an annual report or review, should be submitted where applicable. The submission should also include the Municipality's commitment to participate financially upon final approval by the Province.

The Municipality will be responsible for reporting to the Province annually, or upon request, regarding the progress of non-funded and funded projects. Reports on funded projects must be accompanied by a financial statement audited by a public accountant.

B. Cost Sharing:

The Preventive Social Service Director and administrative staff salaries and travel expenses are shareable at the rate of up to eighty per cent with the Province; however, office facilities and supplies are non-shareable.

Clerical positions may be apportioned between this program and other duties as necessary, with the cost of that portion of time devoted exclusively to this program to be shared. All staff cost sharing, including employee benefits, must be incorporated into the appropriate project submission.

In the development of new services and extension of existing services the Municipality should always explore the use

ROLE OF THE MUNICIPALITY (Cont'd)

of all sources of revenue. The Municipality shall contribute at least twenty per cent of the net deficit of each funded project. The Province will share with the Municipality only in the net deficit up to an amount of eighty per cent. Any variation in an approved project budget must receive written Provincial approval prior to expenditure.

Where a private agency or group is approved for cost sharing, it must be formally constituted or preferably registered under the Societies Act. The project application must include a budget statement and indicate the source of all income, e.g. the United Fund, fees for service, grants, private donations, etc. It is expected that a sliding scale of fees will be applied in projects providing personal services.

Direct municipal services, such as a day care service, will be eligible for cost sharing only in that portion of the budget not covered by fees for service from the client, grants, private donations etc.

As an alternative to direct municipal services a municipality may wish to purchase services; consider the total program of one agency as a preventive service; or specify a service within an agency as a project.

Revisions to existing approved projects will be considered

ROLE OF THE MUNICIPALITY (Cont'd)

only in exceptional circumstances in any one year.

Capital building costs may be applied for in those instances where they are essential to the development of a specific preventive program. Any such application constitutes a separate project. Capital costs must be submitted well in advance and be viewed in relation to program priorities and Municipal and Provincial budget limitations.

C. Claims:

Claims will be paid by the Department on actual expenditures, as outlined in an approved project. These claims shall be submitted on the claim forms provided by the Department and must be accompanied by receipts or certification by a public accountant. The calendar year audit, for the purpose of this program, is satisfactory. However, this procedure does not eliminate the need for certification of all claims which are not supported by actual receipts. Special arrangements may be made for the funding of ministerial projects.

At the end of each fiscal year final claims will be submitted to the Department no later than April 15th in order that the claim may be paid out of the prior year's appropriation.

PROGRAM IMPLEMENTATION:

The main purpose of the Preventive Social Service Program is to facilitate social planning and administration and program development and implementation at the community level. To accomplish

ROLE OF THE MUNICIPALITY (Cont'd)

this a municipality may appoint:

- (1) An Advisory Committee, which in addition to policy programming, recommends to the authority body approval, deferment, rejection or alternative action on projects.

- (II) A Board or Commission which carries the authority to accept, defer, reject or plan alternative projects and would also have the authority to requisition funds from the participating Councils.

It is important that continuing public relations and program publicity and interpretation be recognized as an ongoing obligation of the local administration for effective achievement of this program. Suggested examples: regular columns in local newspaper, radio and television, interviews, speaking engagements, newsletters.

ROLE OF DIRECTOR:

The role of the Municipal Director will be one of community organization and planning rather than one of case-work service to individuals and families.

Responsibilities of the Preventive Social Service Director

1. To make an initial survey of the social resources and problems in his area.

2. To work with the Preventive Social Services Advisory Committee or Board in reviewing community needs; problems, aspirations, and resources.

ROLE OF THE MUNICIPALITY (Cont'd)

3. To inform and motivate the community to action on specific matters of social concern.
4. To assist the community in selecting preventive projects for attention and interest appropriate persons in implementing them.
5. To involve resource persons, agencies, departments and concerned citizens in the planning and development of the preventive social services program.
6. To review with the Committee or Board project applications received and to recommend approval, deferment, rejection, or planning alternatives.
7. To be involved in a continuing evaluation of all approved projects.
8. To assume responsibility for liaison, co-operation, and co-ordination of activities with related fields such as health, recreation, education, welfare, and commerce.
9. To understand his own role in terms of functions and approach, consistent with the purpose and philosophy of the program.
10. To understand the relationship which should exist between his role and that of specific project directors and agency heads.
11. To be responsible for using the consultative services of the Provincial departments in the best interest of the community, the taxpayer and the fulfilment of his own role.
12. To read and study constantly for the utmost benefit of himself in his Director's role and of the community he serves.

"The Community Organization worker will usually give indirect, rather than direct, public or official leadership. But he must bring to the problems of his agency all the knowledge, imagination, resourcefulness, and creative craftsmanship that he can command. He must often interpret, suggest and analyze alternatives, and enter fully as a dynamic partner into a creative group process by which goals will be chosen, decisions will be hammered into shape and translated into action. The final decision, the 'last word', will be with a lay group; but I believe the community organization worker must be a creative partner and participant in the determination of objectives as well as the expert in the application of the process of community organization."

- What is the Job of the Community Organization Worker
- Arthur Dunham

ROLE OF THE PROVINCE

ADMINISTRATION:

The Province will undertake the initial interpretation of the Preventive Social Service Act and be responsible for consultative services of an on-going nature with regard to the establishment and development of the Program at the local level.

When a municipality or group of municipalities in amalgamation decide to embark upon the program, an Agreement to this effect is completed with the Minister of the Department of Social Development.

The Province will consider only those project applications approved by the local authority.

The Preventive Social Service Act provides that municipalities may claim re-imbursement from the Province relating to approved project budgets. It also provides that the Minister may undertake direct financial assistance in establishing projects other than through a municipal administration. The latter provision is primarily intended to offer service to isolated communities in Improvement Districts. However, it also may apply to some project designs which may be of an inter-municipal nature where no one municipality can assume such responsibility for development. For instance, a major industrial firm located in various parts of the Province might require some assistance in pre-retirement planning, day care for employees' children, conferences on a regional or province-wide basis etc.

In carrying out the on-going role of the Province, the Social

ROLE OF THE PROVINCE (Cont'd)

Planning Branch will be responsible for:

- (a) Assisting the municipality with the assessment and selection of a Director.
- (b) Continuing consultation and liaison with the Director and Committee or Board.
- (c) Receiving from the municipality project applications with support material and budgets, and recommending to the Minister approval, rejection or deferment with a view to further discussion with the municipality.
- (d) Continuing evaluation of projects.
- (e) Reporting on the total program and making recommendations to the Minister.
- (f) Stimulating new, imaginative and alternative ways to achieve the objectives of prevention.
- (g) Drafting an annual departmental budget of expenditures for the Preventive Social Service Program and developing an annual report.

ORIENTATION, TRAINING AND CONSULTATION:

As part of the on-going consultative service the Province will provide training and orientation for Directors and Boards or Advisory Committees.

Provincial Seminars and Conferences will be planned from time to time to ensure the widest participation of staff and committee members in specific training objectives and in the overall development of the Preventive program.

The consultative role is:

- to provide liaison between the Province and the municipality.

ROLE OF THE PROVINCE (Cont'd)

- to assist the Director and Board or Committee in the development, administration and implementation of the program.
- to keep communities informed of developments in other areas.
- to introduce new program ideas.

LIAISON WITH OTHER GOVERNMENT DEPARTMENTS:

The Social Planning Branch will be responsible for maintaining a close relationship with other government departments, in particular with the Human Resource Development Authority. The Branch may establish interim committees to advise on some particular aspect of the Preventive Social Service Program.

PROGRAM AND PROJECTS

The total program may be considered broadly in two dimensions. One is to change the environment toward a better living situation. The second is to create the opportunity for people to achieve greater individual maturity and enrichment within their environment.

In the Preventive Social Service program, decision making begins at the local level. Social Planning, in the context of the total community, will be developed and maintained through the office of the Director.

With Planning an inventory of resources and needs will be developed to aid in a better co-ordinated service delivery system. It will also be necessary to realize a method for determining priorities of project selection and development.

Coupled with planning is the inherent need for continuing evaluation of existing services.

It is expected that Prevention will be recognized as having two major levels of impact.

Primary prevention is emphasized as being most effective and economic in long term planning. It is conceived as creating personal, family and community enhancement to offer more opportunity for a wholesome and satisfying life. This may be related to such topics as education toward more meaningful personal self-worth, a

PROGRAM AND PROJECTS (Cont'd)

better understanding of inter-personal relationships, family life education, the use of leisure time, and so on.

Secondary prevention may be thought of in terms of early diagnosis or identifying and treating the first symptoms of personal or community need. Examples are found in the use of home-helpers and in lay counselling projects where a minimum of early help precludes the need for crisis intervention at a later date. It is much less costly to offer treatment at this level than to ignore symptoms of need and be faced with the consequences of family breakdown, child neglect, employment failure, etc. Much of the incidence of irresponsible parenthood, juvenile delinquency, credit abuse, mental ill-health, etc., can be traced to a beginning cause that might have responded to and been alleviated by early identification and a moderate degree of help.

Another area of social development is rehabilitation. This is the area where intensive, long term help may be necessary to restore a situation toward less-dependent or non-dependent circumstances. The emphasis of the Preventive Social Service program is placed in Primary and Secondary service development and rehabilitation and treatment is recognized as the function of other agencies which are already engaged in this field.

In all project planning, procedure and implementation the provincial staff is available in a consultative role and to provide background material and current information whenever this is requested and available.

NOTES



